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ABSTRACT

These five reports on the hearings of the Joint Legislative Committee To Develop a Master Plan for Education were published by the Community College League of California. The first hearing of the Master Plan Committee was held in August 1999. The transfer rate from community colleges to California State University/University of California (CSU/UC) was referred to as a "disgrace"; this term was also used in reference to the disparity among colleges in the number of students who transfer (one California college transfers 700 students per year and another transferred only two students in the last six years). During the September 1999 meeting, both Legislative Analyst Elizabeth Hill and Pat Callan, President of the National Center for Public Policy and Higher Education, agreed that allocation of capital funds should be based on need, rather than the traditional one-third each for the three public higher education segments. The topic of the November 1999 meeting was "Accountability, Assessment, and Data Collection." Discussed was the possibility of merging the Stanford 9 Exam, the Golden State exams, the Advanced Placement exams, and the SAT/ACT. The February 2000 meeting addressed state offices and roles, and the August 2000 meeting announced the Master Plan Committee's issuance of a framework document. (JA)

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1999-2000

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1

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Issue 1
September 1999

Education Master Plan Update

A regular report on Hearings of the Joint Legislative Committee to Develop a Master Plan for Education

distributed to CEOs and governing board members of the California community colleges and published by the Community College League of California

The committee can be reached online at www.sen.ca.gov/masterplan/

Next Hearing:
September 22, 1999
Rita Mize .

Joint Committee to Develop a Master Plan for Education—Kindergarten through University

Senators:
Dede Alpert, Chair
Richard Alarcon
Betty Karnette
Bruce McPherson
Kevin Murray
Jack O'Connell
Charles Poochigian
Richard Rainey
John Vasconcellos

Assemblymembers:
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Since enactment of the Master Plan for Higher Education in 1960, there has been a review

Hearing of Master Plan Committee on Kindergarten through University Education

The first hearing of the Master Plan Committee was held August 24, 1999. Speakers were those who had major roles in the prior reviews since 1959, as well as representatives of Policy Analysis for California Education (PACE), the National Center for Public Policy and Higher Education, the California Constitution Revision Commission, and the Legislative Analyst.

Speakers from the prior reviews were asked to present their views of their successes and disappointments, as well as elements they might change. The *major highlights* for community colleges were:

Clark Kerr referred to the transfer rate from community colleges to CSU/UC as a "disgrace"; he also referred to the disparity between colleges in transfer (and cited them as ranging from a college which transfers 700 students per year to another that has transferred two students in the last six years) as a "disgrace";

Lee Kerschner indicated that his Commission had failed in its efforts to strengthen the CCC Board of Governors to enable it to compete with the CSU Board of Trustees. He therefore urged the new Committee to "resolve the community college governance issue." He said that it is "not clear that community college governance can be solved." It remains an issue, but functions better than in the past, he stated.

Brian Murphy said that during the Jt Committee's work in the 80's, they did

Differences between 1960 and today *(according to Kerr)*:
The challenges are greater today because:

- We face an equally large tidal wave of new students.
- Globalization of the economy means we must compete with the quality of our human resources, not with lower wages.
- We have an aging population—6% of us were over 65 in 1960; that will grow to 20% over 65 in the year 2030.
- 80 percent of the rise in the economy is in the skilled labor force; we need to prepare our students to be well-educated, and well-motivated.

Given these forces and facts, it would be suicidal for California if we keep losing ground in education.

Economic facts that make financing more difficult today:

- The increasing inequality of skills and income is virtually "Marxian." Inequality was being reduced in the 60's; now we are moving toward greater inequality.
- There is a loss in the increase in productivity. In 1960, our productivity increases were 3% per year, which means productivity would double every 25 years; since 1970, it has been only about 1% per year, which means doubling every 70 years. With high productivity, we could afford to educate everyone and invest in education.
- We now have more competition for public resources. In 1960, 13% of the state general fund (GF) went to UC/CSU; now, only 9%; meanwhile, corrections' share of the GF has risen from 3% to 8%. Health and welfare has risen from 15% to 31% between 1960 and 1990.
- The nature of the labor force is changing: 20% of our labor force was in management and technical fields in 1960; now it is 30%.
- The average college graduate makes 80% more ($250,000 over a lifetime) than a high school graduate. This difference doubled during the 80's. The Brookings Institute is publishing a study in Fall 1999 which says that during the 80's, the return on a college degree was double that of a high school graduate. If the difference between a BA and a high school degree was 80% in 1960 instead of 20%, we [the Master Plan

of the plan and its provisions approximately every ten years, with the last major review in the mid-80's. At that time, there was a two-fold process by a state appointed citizens' group—the Commission for Review of the Master Plan for Higher Education—followed by a legislative committee—the Joint Legislative Committee for Review of the Master Plan for Higher Education. The most important product of these deliberations was enactment of AB 1725.

Earlier this year, the Legislature passed Resolution Chapter 43 (Alpert) which established a new Master Plan review committee. This latest Committee differs from earlier ones in that it responds to calls from the Legislative Analyst and others to develop a new master plan for kindergarten through the university level. Thus, it is entitled the Joint Committee to Develop a Master Plan—Kindergarten through University.

Because of the importance of the Master Plan, the League has developed this special publication and—under the direction of Rita Mize, Director of State Policy and Research—will publish a summary and analysis of hearings and reports throughout the multi-year process.

not—but maybe should have—raised the paradox of the California system of higher education, which includes both the "single most elite and restrictive institution in the United States" and the "most complete and open-access system in the United States," and which are held together solely by transfer. But the tendency "which we failed to examine" is the state's continued extra funding for the most advantaged with far less money for the less advantaged—so the juxtaposition grows greater. "This committee should address the question: 'Are we well-served by a system funded that well while community colleges with such great promise are so underfunded?'"

Murphy said that despite the efforts of Gary Hart, the effect on transfer rates has been minimal, and "nowhere near the numbers we had fantasized."

In his opening remarks, Assemblyman Ted Lempert, one of the co- vice chairs, stated "community colleges deserve more of our attention."

General Summary of Speaker Comments

Chair Alpert and Vice-Chair Mazzoni said the Committee hoped to look at the broad issues, and the "big picture" to "fill in the gaps." The 16 legislative members and two alternates were chosen to represent the Chairs of the Senate and Assembly Education and Education Fiscal Committees, as well as "representatives of each class" so the full Committee will not shift as term limits take effect.

Clark Kerr

This committee's work is more important than in the 60's because at that time, we only addressed the higher education system since we already had a first-class K-12 system – that is no longer true. One of the bigger issues we dealt with in the 60's was whether CSU should give the Ph.D. degree; now we know that the articulation between elementary and secondary schools and between secondary and postsecondary education is vitally important – we didn't recognize that then.

The first priority of the 60's Master Plan was access for all qualified, by establishing

Committee] would have proposed greater fees at UC and CSU.

- Kerr provided additional statistics on the high school graduation rate, 8th grade mathematics scores, 8th grade science scores, teacher turnover, and dropout rate– all of which indicate that we are doing less well as a state than we were in the 1960s.

Other Issues/Questions/ Comments of Potential Interest to Community Colleges:

Kerry Mazzoni asked Kerr his opinion of the "4% solution" for UC; Kerr replied that he hadn't studied it, but tends to favor it as a potential stimulant for greater opportunity.

Kevin Murray asked Kerr if we lessen reliance on quantitative measures of success. Kerr replied that he believes in meritocracy, like Thomas Jefferson. But "aristocracy of talent is important, too… We should have opportunity for all, with additional resources for those who can take the best advantage of them."

Although Kerr sat on the ETS board, he described himself as less convinced than others of the validity of ETS tests. They are good for predicting the first semester—but they say they could not predict the fourth year of college. He thought high school grades were a better measure of achievement—at least until grade inflation began.

There was mention of the Legislature's attempts to set a goal for more full-timers; **Sarah Reyes** noted that the Legislature was to blame because they didn't fund it.

Brian Murphy was asked whether AB 1725 had been implemented as envisioned. He believes that some districts have used its mechanisms to "continue warfare, instead of seek resolution." It was intended to assist and accommodate resolution of conflicts. Some districts, however, have used it quite effectively.

Joni Finney discussed her Center's *Shared Responsibility* document and said that if they were to conduct their work again, they would not assume that the current separate structures (for the institutions) should continue to exist. She believes in regionalization and more integrated systems.

Joni indicated that her Center has issued a report entitled *All One System* on the value of a single K through university system. She also recommended the Committee read

differentiated missions for the systems and providing a community college within driving range for every citizen. Thus, we doubled community colleges from 50 to more than 100. We also expanded CSU from 13 to 22 campuses and UC from 5 to 8 campuses plus UCSF.

Kerr's Evaluation of the 60's Master Plan:

- It survived through the first tidal wave of enrollments, to 1975;
- It established a model for the rest of the world;
- It gave MA responsibility to CSU;
- It has enabled California to meet labor market needs;
- It settled CSU/UC conflicts regarding roles.

Disappointments of the 60's Master Plan:

- CC transfers. Today the proportion of community college students who transfer to CSU/UC is less than in the 60's; 20% transfer to UC today—the national average is higher. (This and the disparity of transfer between the different colleges is more than a disappointment—it is a "disgrace.")
- There is less use of the joint Ph.D. than we had expected or hoped.
- There has been less concern for private sector colleges than we had expected. We recommended that private colleges should comprise 20% of the California total slots in higher education for a healthy balance.
- The rise of tuition at the community college level – this is a "big disappointment." This rise should not continue.
- The difference in accessibility to Advanced Placement courses—120 high schools in California have no AP classes; 340 have fewer than four AP classes; yet, UC uses these as an important determinant for admission to the university. This is "a disgrace."

David Breneman's *The Challenges Facing Higher Education.*

She believes UC and CSU admission should be based solely on student achievement, not the SAT.

Mike Kirst noted that Michigan uses the STAR test (the standardized achievement test which has been in place for a couple of years in California) for admission and placement for the university. He believes that California should adopt this model. In addition to being useful for admission, he believes it will increase the seriousness with which high school students take this test.

Jerry Hayward indicated there are problems across all borders; therefore we need a single K-20 system. He noted that some of California's policies sometimes work at cross purposes, i.e., as class size has been decreased, teacher quality has been reduced because of the lack of qualified teachers. Hayward noted that "K-12 has lots of accountability. Higher Education needs to be loaded up with some…"

Next Hearing: September 22, 1999

Policy Summit on Tidal Wave II
with the following presenters:

Why Tidal Wave II is So Important to California: (Citizens Perspective)
Arturo Vargas, Executive Director, National Assn of Elected Latino Officials

Student Demand and the Costs of their Enrollment:
Michael Shires, Public Policy Institute
David Breneman, Dean, Curry School of Education, University of Virginia
William Pickens, Executive Director, California Citizens Commission on Higher Education
Gerald Hayward, Director, Policy Analysis for California Education (PACE)
Elizabeth Hill, Legislative Analyst

Ideas about Tidal Wave II and California Higher Education
John Slaughter and Harold Williams, Co-chairs, California Citizens Commission on Higher Education
Patrick Callan, President, National Center for Public Policy and Higher Education
Stephen Carroll, Senior Researcher, RAND Corporation
Charles B. Reed, Chancellor, California State University
Richard Atkinson, President, University of California
Thomas Nussbaum, Chancellor, California Community Colleges
Jonathan Brown, President, Assn of Independent California Colleges and Universities
Warren Fox, Executive Director, California Postsecondary Education Commission (CPEC)

Best Ideas from Other States to Expand and Improve Higher Education
Dennis Jones, President, National Center for Higher Education Management Systems
Linda Thor, President, Rio Salada College, Maricopa District

Reaction by National Higher Education Experts
David Longanecker, Executive Director, Western Interstate Commission on Higher Education
Patricia Gomport, Professor and Director, National Center for Postsecondary Improvement

Issue 2
October 1999

The committee can be reached online at www.sen.ca.gov/masterplan/

Next Hearing:
November 22, 1999
Rita Mize .

Joint Committee to Develop a Master Plan for Education—Kindergarten through University

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Policy Summit on Tidal Wave II

A meeting of the Joint Committee to Develop a Master Plan for Education and the Citizens Commission for Higher Education on September 22

The day's schedule involved presentations from the Legislative Analyst, the California Postsecondary Education Commission (CPEC), and the National Center for Public Policy and Higher Education on the anticipated demand for access to higher education in coming years. These were followed by presentations on the major Master Plan and planning reports of the last five years, and responses from the leadership of each of the higher education systems and national policy analysts.

Early in the hearing, it became clear that the Citizens Commission staff and members were attempting to engage the Committee in discussing and (eventually) endorsing the Commission's recommendations. There also were "echoes" of questions expressed by members of the Little Hoover Commission in their discussions with community college representatives earlier this year.

General Discussion

The committee's intent was to determine whether there was consensus on the projections of incoming students; whether it could be characterized as a "Tidal Wave"; where these students will enroll; the cost; and the expected diversity of the student body.

Magnitude of the Problem

Highlights for Community Colleges

Both Legislative Analyst Elizabeth Hill and Pat Callan, President of the National Center for Public Policy and Higher Education, agreed that allocation of capital funds should be based on need, rather than the traditional 1/3 each for the three public higher education segments. (If need was the criteria, community colleges would receive 65% of the state bond money, while CSU would receive 24%, and UC 12%.)

Elizabeth Hill said:

— Additional instructional space will be needed, especially at community colleges, to meet coming student demand.
— Community colleges are very diverse in their missions, so the Committee may want to look at offerings and mission, e.g., charging more for recreational, avocational classes to provide funds for remediation.
— Exit exams for high schools will be required for those currently in eighth grade; Assemblymember Karnette predicted that community colleges will have an additional mission to assist those who fail that exam.

Warren Fox:

— agreed that community colleges will face the largest demand – 35.8% more students by 2010.

Pat Callan:

— said that although his center's 1995 document, *Shared Responsibility*, did not address governance, he is now "less optimistic" about current California higher education governance structures.

Senator Alpert:

— questioned whether community college fees should remain low. Chancellor Nussbaum responded he would be reticent to increase fees because low fees are important for access. If they were to be

Although there was some difference of opinion, consensus seemed to be that the CPEC numbers, which estimate an additional 500,000 students between 1994 and 2005-06, and 210,000 more by 2010 are the best estimates.

All panelists agreed that the participation rate of students is a large variable and institutions (through means such as recruitment and retention policies) can significantly modify the participation rate. Also, the interactions between segments (CSU remediation policies which affect community colleges, K-12 course-taking patterns which affect higher education eligibility, and community college commitment to transfer) are important factors affecting intersegmental participation rates.

Among suggested strategies for meeting demand, the Legislative Analyst suggests: year-round operation, lowering summer fees (which are 2-3 times higher than other semesters at CSU and UC), additional instructional space for community colleges, and financial aid provided directly to students rather than institutions.

The Analyst also suggested that the Joint Committee may want to review:

- The allocation of capital funds which should be based on need, so that community colleges would receive 65% instead of 33-1/3% of bond funds;
- The eligibility and "take" rates, especially at UC;
- The 40/60 ratio of lower- to upper-division students at UC and CSU. (The purpose of this ratio is to accommodate community college transfers.)
- The diversity of missions for community colleges.

Higher Education Policy Studies

*The committee next heard from a panel of authors of the major recent reports on higher education. **Harold Williams** of CCCHE suggested theimportance of shared responsibility among the state, students, and the segments; called for more coordination across segments, community college governance changes to make "community colleges more able to discharge their duties and meet capacity needs," and sought increased regionalization.*

Pat Callan expressed his increased concern about the governance of higher education, the need to resist construction of raised, much work would be needed to provide adequate financial aid. Alpert expressed concern that our students are not getting tax breaks/credits and suggested that "maybe we should [consider] financial aid for those in need rather than allow all students to pay only $11 per unit."
— suggested that "if everything is on the table," the committee will examine the Prop. 98 split.
— questioned the broad mission of the community colleges and asked if we should narrow the mission or regionalize so different colleges provide different parts of the cc mission. Nussbaum responded that the committee "could engage this issue" but "Who will do these things without us and who could do it cheaper? Our colleges have different community interests so there is a different balance of services in different districts."
— asked about completion of non-vocational classes that "begin with 40 students and many are turned away, only to have 5 students complete" and suggested that community colleges might be "giving too many chances" to students through low fees. Chancellor Nussbaum said he did not have the data with him on completion rates in non-vocational classes, but Partnership for Excellence provides funding for helping students meet their goals. He also expressed his hope that Alpert's numbers were "wrong"; Alpert agreed her example might be an exaggeration.

Assemblymember Lempert:

— questioned whether the committee should consider community college governance enabling the system to gain funding support from the Legislature; he also questioned the "lack of business connections of community colleges." Nussbaum replied that many in the community colleges would advise legislators against making governance changes. "We need state policy leadership to work with business and industry. It is of concern to some in our system that some efforts tend to make business profitable rather than meet the public interest."

Assemblymember Romero:

— wants "healthy, honest, robust discussion regarding community college governance and how our system compares nationally."

National commentators urged the committee to "invest in the institutions with the greatest orientation to the teaching function."

new campuses and indicated that the two new planned campuses will add significantly to costs without accommodating commensurate numbers. Like the Analyst, he called for more capital funds for community colleges and for improved facilities usage, stabilization of the cost-per-student, and limited fee increases indexed to family income. Most importantly, Callan noted that a new report from his Center will show that 39 states including California will have a structural deficit over the next nine years.

Assemblymember Lempert expressed his concern that there may be some tendency to allow a UC or CSU to slip in the process of funding other needs. Callan indicated it is important not to expand UC past "our ability to properly fund it. All UC campuses need not look like UC Berkeley or UCLA. UC is only 12½% of the solution; CSU and community colleges will accommodate most of the new students. We must not repeat our early 90's scenario in which we 'held hostage' those least able to pay."

Stephen Carroll of Rand expressed concern regarding the growing economic gap, noting that high school dropouts are "losing economic ground." He expressed his concern that 100 years ago, we required high school graduation in most states; that hasn't changed – despite the growing importance of higher education skills in the workforce.

David Breneman, Dean of the Curry School of Education, University of Virginia, compared the Citizens' Commission, Rand, and Higher Education Policy Center recommendations, under a grant from the Irvine Foundation. He found that the reports share the same underlying assumptions: the essential need for budgetary stability, and the importance of productivity increases for absorbing additional costs; but only the Citizens Commission recommended governance changes at the community colleges. The other studies considered this "too distracting" and Breneman said K-12 and higher ed must become part of a K-16 educational enterprise, rather than separate entities. He further noted that it is inconsistent to claim a "world-class university" with a problematic K-12 system in place.

Leaders of the higher education systems,

Linda Thor, President of Rio Salada in Maricopa (Arizona) CCD discussed the innovative means her college uses to serve students, noting that most of these could not be accomplished under the California Education Code.

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including the independent colleges and universities responded with their plans for meeting the coming demand. CSU Chancellor **Charles Reed** reported on the year-round operations at CSU and their interest in signing "Compact II" with the state, assuring planning and budget stability for the CSU system.

C. Judson King, Provost and Senior Vice President of UC, indicated that his system was preparing a report on accommodating 36,000 of the 60,000 new students expected at UC; the system is still considering how to accommodate the additional 24,000 students.

In his formal presentation, **Chancellor Tom Nussbaum** discussed the system's 2005 Strategic Response which reflected Fall 1995 data showing that community colleges were serving 180,000 fewer students than in 1991, due to the economic downturn. Funding for the colleges was $3533 per FTES, the lowest in the country, and $2500 below the national average. Despite "heroic" efforts by the colleges, many were forced to reduce numbers of students and course sections in order to retain quality. Determining that it would be a tragedy if there were insufficient access, Nussbaum decided that a plan – which became the 2005 Strategic Response – must be developed and include the status of community college education and the system's role in providing excellence for students.

The 2005 report indicated that community colleges should:

- Move to a year-round system. (The system has gone from an average of 271 class days in 1996-97 to 303 days in 1999-2000.)
- Improve community college outcomes – with more course completion, more transfers, etc.
- Consider alternate delivery systems such as distance education.

Review the cc portion of the Ed Code, which is ten times greater than any other state. With changes to increase efficiency by 1%, community colleges would have an additional $50 million. The system will present an Ed Code revision bill to the legislature in January 2000.

In return for the changes in the community

college system, the report asks the State to:

- Fund growth at 4% per year to restore access for 1.9 million students by the year 2005;
- Fund ccs within $1500 of the national average, an increase of 10% per year from 1995 to 2005;
- Assure that fee increases will be moderate and predictable;
- Provide ccs with a stable revenue stream during poor economic times.

Nussbaum noted that the first year of Partnership for Excellence showed an .8% increase for vocational course completions, including increases for African-American students of .7%, and .5% for Latinos. He also explained the MOU with UC calling for a 33% increase in transfers by the year 2005; and is working with CSU and the AICCU for similar agreements. The system also is working on common course numbering. In recent years, community colleges have received COLAs of 3%, 3% and 3.5% and increased funding by $850 per student toward the national average; however, we still are $500 below the hoped-for level. Although funding in recent years has been good, it can be better for community colleges.

The independent college's representative, **Jonathan Brown**, encouraged Cal Grant policy changes which could create more use of spaces at private institutions. Brown estimated the likelihood of 23 - 35,000 new spaces in private colleges by the end of the next decade.

Lempert asked Nussbaum about trustee hurdles for community college students. Nussbaum replied that record numbers of cc students are applying and being accepted for transfer, but not enrolling at CSU or UC, probably because they are "place-bound." The colleges need to work with the four-year institutions on common course numbering a chunk at a time — CSU is trying to organize regionally to meet CCN requirements because this will solve at least 85% of the problem (since most cc students seek transfer to a nearby CSU or UC.)

Among the concluding speakers was Dennis Jones, President, National Center for Higher Education Management Systems (NCHEMS) who suggested one must obtain productivity gains from employees as well as facilities; and investments should be

made in the institutions with the greatest commitment to the teaching function. He also encouraged concurrent enrollment, use of certifications of competence rather than "seat time," and noted that while higher ed has moved from 120 to 132 units required for graduation, there has been no serious examination of the contents of the extra units or whether they better meet student needs.

Issue 3
November 1999

The committee can be reached online at www.sen.ca.gov/masterplan/

Next Hearing:
Postponed indefinitely.
Rita Mize .

Joint Committee to Develop a Master Plan for Education—Kindergarten through University

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November Hearing of Addresses Accountability, Assessment and Data Collection

The Joint Committee to Develop a Master Plan—K through 16, conducted its third hearing on Monday, November 22nd. The topic was "Accountability, Assessment, and Data Collection." The hearing was scheduled for legislators to receive an update on state testing since recent legislation (SB1X, 1999) and hear about possible options for the future.

Members heard from a wide variety of speakers including those representing the California Department of Education, the State Board of Education, the Governor's Office of Education, local school superintendents, professors specializing in assessment throughout the state, and a representative each from UC and CSU.

Much of the testimony and questioning discussed the possibilities of merging the Stanford 9 exam and/or its augmentation, the Golden State exams, the Advanced Placement (AP) exams, and the SAT/ACT exams. The discussion also revolved around

There were only two references to community colleges at the hearing—one was from Assemblymember Lempert who suggested that he was interested in the links between K-12 and higher education, including community colleges; the second was a comment from Mike Kirst, co-chair of Policy Analysis for California Education (PACE) who reiterated his belief that high school assessment measures should be used for community college placement. There were no comments from legislators in response to either of these remarks.

The higher education representatives—Dennis Galligani, Associate Vice President for Student Academic Services, University of California and Alison Jones, Senior Director, Access and Retention, California State University—reported on the UC and CSU uses for assessment.

Galligani and Jones were the ninth set of panelists, with seventeen scheduled. Both were urged to make their remarks as brief as possible due to the lateness of the hour. They each summarized the major uses of tests on their campuses—service to high school teachers so they will understand higher education standards when they prepare students for college, admission to the universities, and placement within appropriate classes once admitted to the universities.

- whether and which exams should be consolidated;

- whether and when matrix sampling could be used or each student should take the entire test;

- whether tests (such as the Golden State exam) were updated and aligned with the new K-12 education standards; and

- whether such consolidations or multiple uses could provide valid and reliable information for a variety of purposes.

The hearing was informational and educational for members, with no decisions made.

Issue 4
March
2000

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Next Hearing:
Has not been set.
Rita Mize .

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Hearing Addresses State Offices and Roles

The Joint Legislative Committee to Develop the Master Plan met on Feb 29th to discuss the roles of Superintendent of Public Instruction, the State Board of Education, and the Secretary for Education.

Murray Haberman of the California Research Bureau summarized the history of K-12 governance from 1849. Among the most striking features is that the four attempts made to modify the Constitution and create the office of the Superintendent of Public Instruction as an appointed rather than an elected position have been defeated.

In her testimony, Superintendent of Public Instruction Delaine Eastin noted that there has always been a significant role for the Superintendent throughout history, and that independence is assured by retaining hers as an elected position.

Eastin did not express concern about the multiple education representatives, citing instead the Federalist Papers on the importance of sharing power so neither individuals nor institutions become too powerful, and reminding members that voters repeatedly have re-affirmed the importance of the Superintendent's Office as an elected one. She stressed that Department of Education staff, rather than a

In discussing the relationship between the policy and administrative responsibilities of this office, Hart noted that the only administrative responsibilities of his office are three gubernatorial initiatives—the Academic Mentoring Program, the Governor's Reading Award, and the proposed Education Technology Policy Grants. (Alpert expressed concern about the appropriateness of the Secretary's administration of Education Technology Grants, which is a very large program.)

When asked about the appropriate roles for the Superintendent and the State Board, Hart indicated that he had not discussed this with the Governor so could only provide a range of options for the Legislature to consider. His primary comment was that the Education Advisor is an integral and essential part of the Governor's Cabinet, irrespective of the relationship between the Superintendent and the State Board.

The fourth testifier was John Mockler, Executive Director of the State Board of Education who indicated that the board and its staff of seven implement policies approved by the Legislature. They have no administrative authority to run programs or to direct DOE staff to do so. He noted that the State Board members require confirmation by a 2/3 vote of the Senate and that, in his experience, the Superintendent

separate State Board staff, should support the State Board of Education.

Similarly, Secretary of Education Gary Hart, stressed the importance of the gubernatorial advisor on education. He indicated that the policy development role of the secretary depends on each Governor, but the primary role is in helping set the Governor's education budget and priorities—both in January and at the May Revise; shepherding the Governor's education reform initiatives; and providing analysis and recommendations on all education bills in the Legislature.

The relationship between the Superintendent and the Secretary in policy development is for the Secretary to propose policies, while the State Board and Superintendent implement them after legislative approval. He has served as a mediator between the Superintendent and the State Board as well as between the Superintendent and the Governor. Members of his staff of 25 frequently serve on the Superintendent's advisory committees.

Hart indicated that the Legislature should not anticipate a gubernatorial request for statutory creation of the Secretary's office. (The Legislature was asked to approve this position several times during the Deukmejian administration, but declined to do so.) He noted that while statutory creation of the position would tend to give it permanence and "enhance education," it also would require Senate confirmation, allow the Legislature to increase or subtract from the responsibilities of this office, and lose its Civil Service exemption.

and Governor frequently have been in conflict when they are from opposing parties.

Mockler spoke of the fiscal effects of *Serrano v. Priest* and Prop 13, which shifted fiscal issues to the state level, and the "vagaries and timelines of the Legislature [which] complicate already-complex issues." For example, the state testing program has been changed five times over the last seven years.

Mockler also noted that California has a tradition of a strong executive. When asked about governance, he indicated that "the Legislature can move things around—if they do, we know they will be different, but not necessarily better."

Poochigian asked Mockler about an Eastin reference to a lawsuit involving the State Board and the Superintendent. Mockler explained that the law involves the policy and administrative roles of the State Board and Superintendet, respectively. The State Board, Superintendent and Department of Education were sued both separately and together. The Board believes it is responsible for policy and can direct the Department of Ed attorneys in responding to this lawsuit; Eastin says this is an administrative matter and she has authority to direct the attorneys. The trial court agreed with the Superintendent and the matter is currently on appeal.

Alpert asked Mockler whether the Legislature should provide "statutory clarity." Mockler replied, "Clear laws are always better, but vagary has a better chance of passing in the Legislature."

The hearing concluded with several

citizens providing public comment. The committee has not yet announced its next meeting date.

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August 2000

Community College League of California

Education Master Plan Update

A regular report on Hearings of the Joint Legislative Committee to Develop a Master Plan for Education

distributed to CEOs and governing board members of the California community colleges

Master Plan Committee Issues Framework Document

Joint Committee to Develop a Master Plan for Education—Kindergarten through University

Senators:
Dede Alpert, Chair
Richard Alarcon
Betty Karnette
Bruce McPherson
Kevin Murray
Jack O'Connell
Charles Poochigian
Richard Rainey
John Vasconcellos

Assemblymembers:
Kerry Mazzoni, Co-Vice Chair
Ted Lempert, Co-Vice Chair
Jim Cunneen,
Dean Florez
Sarah Reyes
Gloria Romero
George Runner
Jack Scott
Virginia Strom-Martin
Tom Calderon (Alternate)
George Nakano (Alternate)

Last week, Assemblymember Co-Vice Chairs Ted Lempert and Kerry Mazzoni (on behalf of Chair Dede Alpert who had been delayed in a committee hearing), joined by members of the Joint Committee to Develop a Master Plan – Kindergarten through University, and leading representatives of the education community (including Chancellor Nussbaum) presented the Committee's framework document at a Capitol press conference. The document, which summarizes the principles and objectives for developing a comprehensive Master Plan for Education, will serve as the primary guide for the committee's work.

In statements to the press, committee members noted the value of the Master Plan for Higher Education which has served as a model of long-range planning, both for California and the nation; and some expressed the increased importance of a single comprehensive and coordinated Master Plan, especially in light of the complexities of education during an era of term limits. Members also noted the need for more qualified teachers in the coming years, the importance of making education the highest priority for the state and of coordinating recent reforms, the necessity for an effective education system to retain a strong economy, and the need for a long-term vision for the State of California as driving forces for development of a coordinated and comprehensive Master Plan.

The Joint Committee's deliberations will be guided by working groups established to examine specific issues areas impacting public education. Members of working groups will include "research professionals, invited experts, graduate student interns, and professional personnel working with educational entities." These working groups will be charged with examining research and best practices supporting student achievement related to each issue, and using that information to develop policy options for committee consideration.

In presenting the framework, the Committee summarized its objectives within the framework. Among those of greatest interest to community colleges are the following:

- The responsibility for monitoring state educational policy should be vested in a single state entity while administering programs pursuant to state education policy should reside with district or regional education entities.
- Local community college districts should be provided the administrative and budget flexibility necessary to meet local students' needs while striving to achieve state-determined educational goals.
- Locally-elected community college boards should determine the distribution of responsibilities among colleges and regional enti-

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ties to ensure that students' learning needs are met.
- State restriction on education funding should be reduced to support local flexibility.
- Options should be explored that permit community college districts to develop additional revenues to support programs and activities they wish to offer in response to local community needs.

The six working groups and the "likely topics" to be reviewed by each are summarized below. (*Items which most affect community colleges are listed in italics.)*

Student Learning
- Defining the elements of an appropriate, high quality education
- Factors that foster access, opportunity and success at every education level
- *Articulation of curriculum*
- *Alignment of assessments*
- *Promoting community college student transfers*
- Colleges and university admission criteria and eligibility pools
- *Remediation and supplemental instructional services*

Governance
- Determining appropriate state/local relationships for K-12
- Delineation of authority among state-level K-12 entities
- Delineation of authority among local-level K-12 entities
- Optimal school, district, and regional sizes and organization
- Reconnecting program determination and fiscal authority
- *Effective coordination of K-12 and postsecondary education system governance bodies*
- *Delineation of appropriate state/local relationships for community colleges*

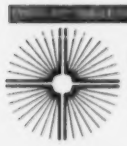
Finance and Facilities
- *Revenues options and constraints*
- *"Adequacy" funding models*
- *Community college funding*
- *Postsecondary and fee and financial aid policies*
- *Facilities planning and funding mechanisms*

Professional Personnel Development
- Teacher, faculty, and administrator preparation
- Quality of programs and ongoing professional development
- Building education faculty pool to prepare teachers and administrators
- Assignment and distribution of professional staff

Workforce Preparation and Business Linkages
- *Defining essential education needs of California's economy*
- *Career and technical education*
- *Contract education*
- *Articulation of vocational and academic coursework*

Alternative Modes of Delivery
- Charter Schools
- Independent study and home schooling
- *Distance education and other applications of technology*
- *Adult Education*
- *Continuation and Extended Education*

Copies of the report may downloaded from the website by going to www.sen.ca.gov and following the links to the Joint Committee, and "What's New" on the committee page or sending a check for $3 plus sales tax to Senate Publications, 1020 N St, Room B-53, Sacramento 95814. Ask for publication number 1048-S.



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Since enactment of the Master Plan for Higher Education in 1960, there has been a review of the plan and its provisions approximately every ten years, with the last major review in the mid-80's. Earlier this year, the Legislature passed Resolution Chapter 43 (Alpert) which established a new Master Plan review committee. This latest Committee differs from earlier ones in that it responds to calls from the Legislative Analyst and others to develop a new master plan for kindergarten through the university level. Thus, it is entitled the Joint Committee to Develop a Master Plan—Kindergarten through University.

Because of the importance of the Master Plan, the League has developed this special publication and—under the direction of Rita Mize, Director of State Policy and Research—will publish a summary and analysis of hearings and reports throughout the multi-year process.

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